

Donald L. Hollowell Parkway Redevelopment Plan



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Donald L Hollowell Pkwy Redevelopment Plan

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 Vacant Tax Delinquent Properties as of 200276

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Executive Summary

The Donald L. Hollowell Parkway Redevelopment Plan (DLH Plan) builds upon several previous planning efforts, particularly the Northwest Atlanta Framework Plan (NAFP) adopted in October 2000. It is intended to guide public and private decision-making and investment along the corridor over the next 20 years. The DLH Plan examines all of the properties fronting on Donald L. Hollowell Parkway between Stiff Street and the Chattahoochee River- a length of approximately 5.3 miles. The DLH Plan boundary defines the area where the vision, policies and objectives of this plan apply.

This plan is the result of a collaborative process among public agencies, community organizations, citizens, property owners and businesses. The Bureau held nine public input meetings attended by over 160 participants to gather input, generate ideas, and review plan proposals. Bureau of Planning staff and Robert Charles Lesser & Co. LLC provided analyses of existing conditions, land use, transportation, demographic & economic trends, and the real estate market, and Robert Gray & Associates provided public participation expertise.

Findings from these analyses show that the area's poor image is related to the abundance of abandoned buildings and the perception of higher than average crime, as well as the high concentration of below-market-rate housing and subsequent lower income characteristics. The outlook for the next 10 years, however, suggests opportunity for a significant turnaround for the corridor and surrounding neighborhoods. The corridor and the area surrounding it is expected to receive up to 337 new households annually, and currently can support an additional 180,000 square feet of retail. Major transportation projects are already planned or underway totaling \$34.5 million, and additional projects are needed.

Based on this information and the vision and goals of the stakeholders, a number of recommendations have been made, the implementation of which will help to make the Donald L. Hollowell Corridor a more vibrant and livable community. An activity node development pattern is the driving force behind many of the recommendations. The recommended nodes are as follows:

- Woodmere Residential District
- James Jackson Commercial Core
- Center Hill Residential District
- Hollywood Village
- Grove Park Commercial Center
- Bankhead Mixed Use Center

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Recommendations for projects and policies support this development pattern and include changes to the 15 Year Land Use plan and changes to the existing zoning districts. Additional recommendations include transportation projects such pedestrian and bicycle improvements, intersection improvements, and the addition of a planted median along a portion of Donald L. Hollowell Pkwy. Installation of gateways, acquisition of tax delinquent vacant properties, purchase of greenspace, utilization of economic development resources, establishment of a brownfield identification program, and establishment of historic preservation districts are also recommended.

Implementation of this plan will utilize a phased approach with short term projects being implemented at Hollywood Village and Center Hill Residential District over the next 3 to 5 years, James Jackson Commercial Core and Bankhead Mixed Use Center projects being implemented over the next 5 to 7 years, and projects at Grove Park Commercial Center and Woodmere Residential District being pursued over the long term.

The Donald L. Hollowell Pkwy corridor is finally poised for change, and with the help of the community and this plan, that change can be for the better.

1. Introduction

1.1 Purpose of this Plan

The Donald L. Hollowell Parkway Redevelopment Plan (DLH Plan) is intended to guide public and private decision-making and investment along the corridor over the next 20 years. The plan provides policy direction in a number of key areas, including land use, urban design, transportation, housing and economic development. The DLH Plan builds upon several previous planning efforts, particularly the Northwest Atlanta Framework Plan (NAFP) adopted in October 2000. The NAFP presented a collective vision and plan for the redevelopment of the Northwest Atlanta community. The study focused on the several major corridors, one of which was the Donald L. Hollowell Parkway (known at the time as Bankhead Highway) Corridor. A major recommendation of the Northwest Atlanta Framework Plan was to create a redevelopment plan for the D.L. Hollowell corridor in order to provide specific development and design criteria and project areas. The DLH Plan is intended to protect and enhance the livability, character and economic vitality of this urban area while providing a means for guiding change over time.

What is a Redevelopment Plan?

The Georgia Redevelopment Powers Law enacted by the Georgia legislature in 1985 recognizes that economically and socially depressed areas exist and that redevelopment should be encouraged in these areas. It gives "counties and municipalities additional powers to form a more effective partnership with private enterprise to overcome economic limitations that have previously impeded or prohibited redevelopment of such areas." In addition to the well known definition of a redevelopment area as a slum that is detrimental to public health, safety, morals or welfare, a redevelopment area can also be defined as "Any geographic area...which has previously been developed for commercial, residential, industrial, office, or similar...uses...in which the current condition of the area is less desirable than the redevelopment of the area for new commercial, residential, industrial, office or other uses, or a combination of uses, including the provision of open space or pedestrian and transit improvements...[36-44-3 (7[F])]." A "redevelopment plan" means a written plan of redevelopment for a redevelopment area which shows that the area has not been subject to growth and development through private enterprise, explains the proposed uses after the redevelopment of real property, estimates the costs of redevelopment projects, and certifies that the proposed redevelopment plan conforms with the local comprehensive and zoning plans. Creating a redevelopment plan gives the redevelopment agency (in this case, the City of Atlanta) the power to acquire and retain or dispose of property for only those redevelopment purposes stated expressly in the plan.

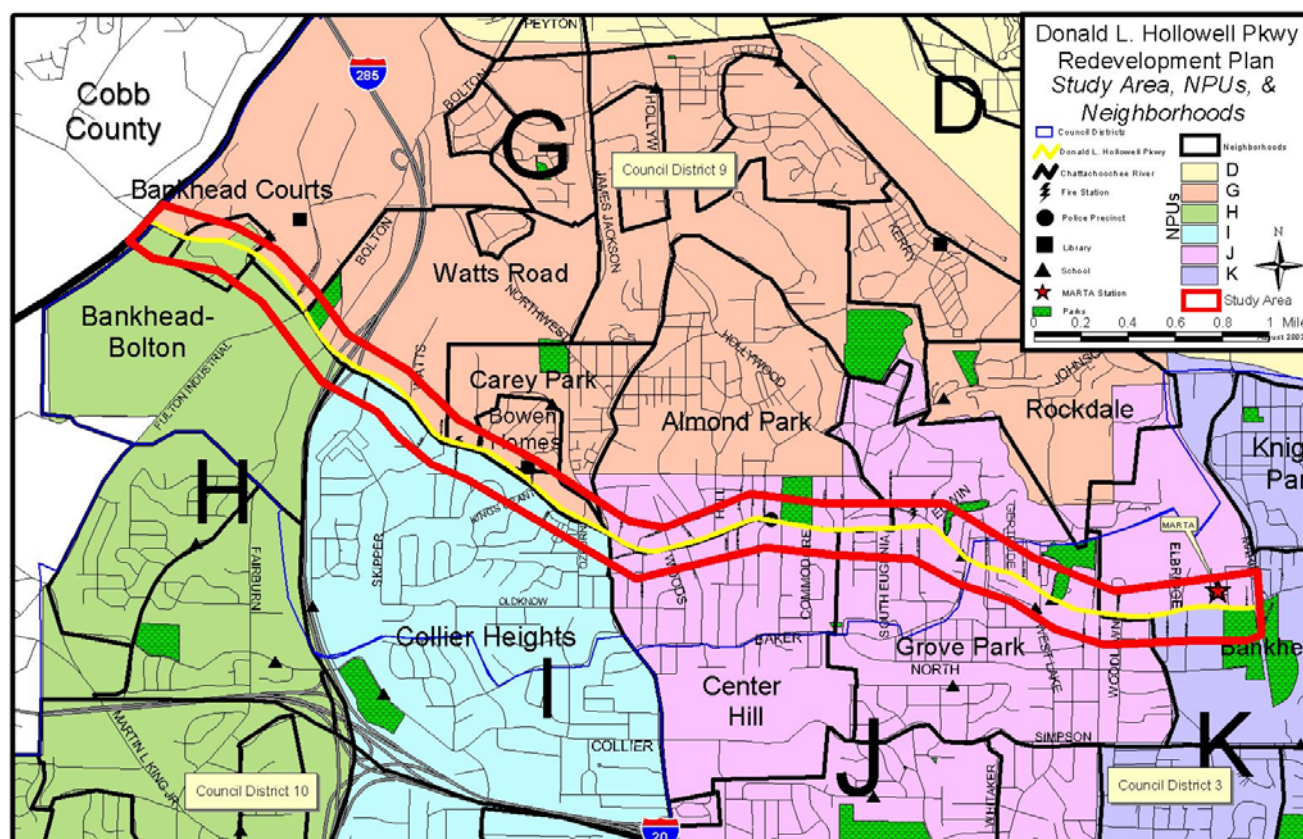
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1.2 Study Area

Donald L. Hollowell Parkway is a state route (SR78) connecting Midtown Atlanta with Northwest Atlanta and Cobb County. It accommodates various land uses along its approximately 6.0 mile length including single-family, low-density, and medium density residential, low-density commercial, open space and industrial uses.

The DLH Plan examines all of the properties fronting on Donald L. Hollowell Parkway between Stiff Street (to the east of the Bankhead MARTA Station) and the Chattahoochee River (which also serves as Atlanta's City Limit), a length of approximately 5.3 miles. The DLH Plan boundary defines the area where the vision, policies and objectives of this plan apply. It also delineates the area where land use and zoning regulations recommended in this plan will apply, with a few exceptions (see Land Use & Zoning Recommendations).

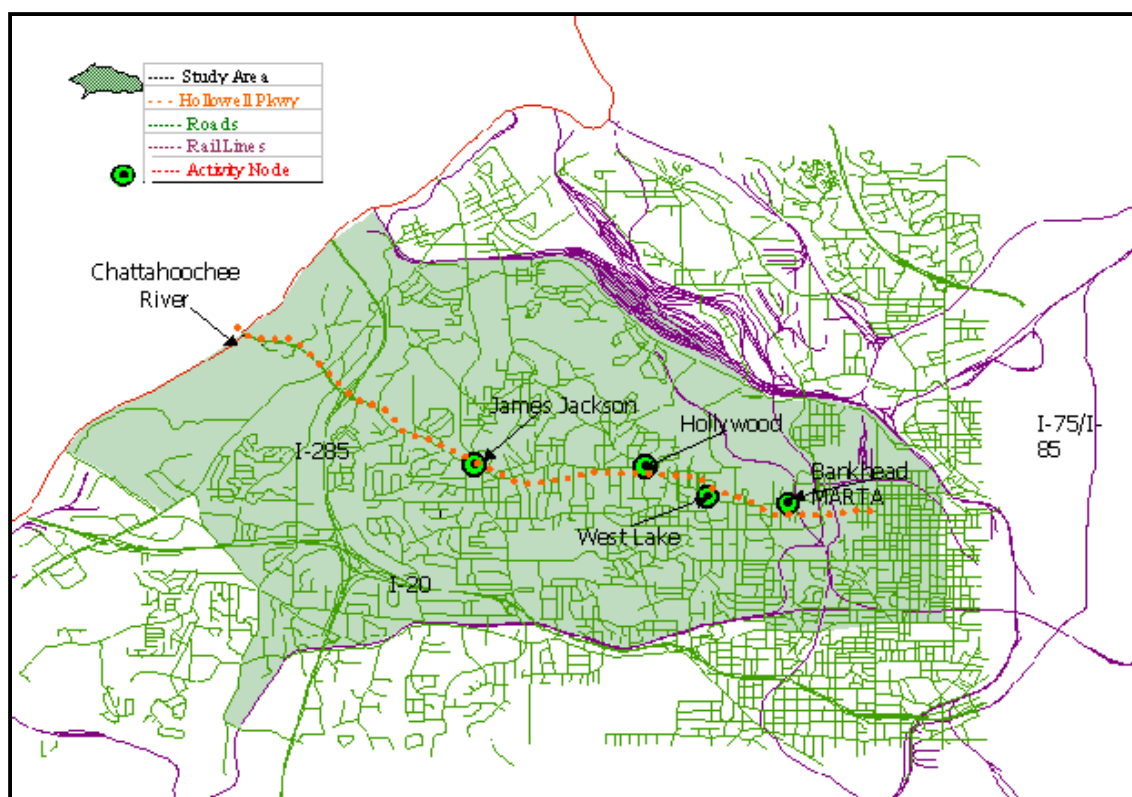
Figure 1.2.1 Study Area, Neighborhood Planning Units & Neighborhoods



For the Market Analysis, a larger study area was taken into consideration consisting generally of the census tracts within 2 miles of the corridor. This is also referred to as the "area of influence." This area of influence will be described in further detail in Section 2.2 of this report.

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Figure 1.2.2 Area of Influence



1.3 DLH Plan Process

The Donald L. Hollowell Redevelopment Plan is the result of a collaborative process among public agencies, community organizations, citizens, property owners and businesses. The process began in 1999 when area residents, Council Member Felicia Moore (District 9), and the City of Atlanta's Bureau of Planning teamed up to create the Northwest Atlanta Framework Plan (NAFP). This culminated in October 2000 with adoption by the City Council of the NAFP, which addressed a comprehensive set of issues affecting the district, including land use, transportation, and economic development, among others. The NAFP focused on and made recommendations for four specific areas within the district. It has served as one of the primary inputs in the DLH Plan.

In the summer of 2001, the Bureau of Planning was allotted funds through the Community Development Block Grant program to create a redevelopment plan for the Donald L. Hollowell Parkway corridor, which was one of the areas of focus in the NAFP. In May of 2003 the City accessed these funds and began the planning process. The consulting firm of Robert Charles Lesser, & Co. joined the Bureau of Planning in performing market analysis functions. The Bureau held nine public input

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meetings attended by 220 participants to gather input, generate ideas, and review draft plan proposals.

Outreach and Public Participation

Throughout the planning process, staff sought input from affected neighborhoods and business associations, property owners, business people, residents, developers, the Atlanta Housing Authority, the Georgia Department of Transportation, MARTA, and other agencies. These groups and individuals have worked with project staff to provide valuable contributions and assistance in development of this plan. Outreach efforts and public events are listed below.

Table 1.3.1. Outreach Efforts & Public Events

Event	Date
Invitations to public meetings mailed to all members of NPUs G, H, I, J, K	June, July & August, 2003
Invitations to public meetings mailed to property owners, businesses, neighborhood organizations, and other key stakeholders	June, July, August, September & October 2003
Establishment of Donald L. Hollowell Redevelopment Plan Website	July 2003
Kickoff meeting	July 10, 2003
Visioning & Goal Setting meeting	July 24, 2003
Existing Conditions: Land Use & Transportation	August 14, 2003
Market Analysis Presentation and Issues & Opportunities in Housing & Economic Development	August 29, 2003
Urban Design & Transportation: Visual Preference Survey	September 11, 2003
Zoning & Land Use Workshop	September 15, 2003
Land Use & Urban Design Recommendations Workshop	September 25, 2003
Draft Redevelopment Plan Presentation	October 9, 2003
Final Redevelopment Plan Presentation	November 13, 2003
Presentation of Draft Redevelopment Plan to NPUS G, H, I, J, & K	November 18, 2003 November 19, 2003 November 20, 2003 December, 9 2003
Request for Approval of Final Redevelopment Plan at NPUs G, H, I, J & K	January 8, 2004 January 20, 2004 January 21, 2004 January 27, 2004 February 19, 2004

Analyses

Analysis of the corridor from several approaches was undertaken. These analyses are as follows:

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- Existing Land Use- Identification of existing land use, business types, and vacant parcels.
- Incidence of Property Tax Delinquency- Vacant parcels tax delinquent through 2002 were identified and the owners contacted.
- Greenspace- Existing park space was identified and plans for expansion of existing park space were examined.
- Housing Supply & Demand- Housing turnover rates & trends in household composition were determined, as well as the location of multi-family units.
- Urban Design Criteria- Criteria utilized in Quality of Life Zoning Districts were explored
- Crime Assessment- Zone I 2003 crime statistics were summarized.
- Transportation System Assessment
- Demographic Trends- Characteristics of those living in the area of influence, the City of Atlanta, and the Atlanta MSA were compared.
- Economic Development Assessment- An inventory of existing programs applicable to residents in the study area was taken.
- Inventory of Potential Community Improvement Resources- An inventory of available economic development tools was taken (state, local, subsidy & tax incentive programs, local sponsors of economic development & housing initiatives).

2. Existing Conditions

2.1 History

The Donald L. Hollowell Parkway corridor got its start when a streetcar line was extended from the present-day downtown to the Chattahoochee River in 1872. The Atlanta and Chattahoochee Railway Company trolleys traveled along Donald L. Hollowell Pkwy (previously known as Powder Springs Road, Bellwood Avenue, and Bankhead Highway) to Hollywood Road and on to Bolton. The 1893 City Directory praised the new streetcar service saying "one of the chief features of a visit to Atlanta is a ride on this delightful line." Since this time, several neighborhoods have developed along the corridor, including Almond Park, Bankhead-Bolton, Bankhead Courts, Bowen Homes, Carey Park, Center Hill, Collier Heights, Grove Park and Watts Road.

Almond Park a neighborhood built before World War II, consisting mostly of bungalows and cottages. The Bankhead-Bolton area is primarily industrial in nature. Bankhead Courts was constructed in 1970 under the federal government's turnkey program, whereby the project is built by a private developer and then managed by the Atlanta Housing Authority.